PROGRAM EVALUATION

ÉVALUATION des PROGRAMMES

KATIMAVIK

SUMMARY REPORT

Program Evaluation Directorate
Evaluation, Audit & Coordination
of Planning Branch
Secretary of State

December 1981

AN EVALUATION OF KATIMAVIK:

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AN EVALUATION OF KATIMAVIK:

Program Evaluation Summary Report

1. Overview of Katimavik

1.1 History of Katimavik

Katimavik is a national volunteer service and development program for Canadian youth, 17 to 21 years of age. It is operated by a not-for-profit corporation, OPCAN, and annually enables about 1100-1200 youth to live and work together in three different regions of Canada over an active period of nine months. The goal of Katimavik is to encourage participants to further their personal development and their knowledge of the country while in service of their fellow Canadians. The immediate service is provided locally to small Canadian communities with 10,000 residents or less, through environmental work projects and through assistance to community voluntary associations.

The program originated on January 7, 1977 under the name, "Operation Canada". It was formally launched for one year as a pilot test. Although the Department of National Defence put forward the initial cabinet memoranda, the program was placed with the Treasury Board until 1979. At that time, it was moved to the jurisdiction of the Canada Employment and Immigration Commission. More recently, on May 22, 1980, the Cabinet gave approval for funding of Katimavik to continue to August 31, 1981; transferred the responsibility to the Department of the Secretary of State; and requested an evaluation of the program. Subsequently, Katimavik obtained approval and funds for its fifth year of operation, until August of 1982. Over the years, it has been funded at a constant level, increasing only with rising costs from $10 up to $12 million.

1.2 Nature of Katimavik

The formal objectives of Katimavik as taken from the contribution agreement between the Secretary of State and OPCAN dated June 20, 1980 are given below. Only the main objectives are given here; the sub-objectives are listed in Appendix A.

1.) Service to Society: to make a lasting and relevant contribution to the host community, and more broadly to society at large.

2.) Knowledge and Understanding of Canada: to increase knowledge and understanding of the country and of its diversity.

3.) Personal Development: to develop as fully as possible the potential in each participant in order to enhance his own well-being and to contribute most usefully to the well-being of others.

4.) Environmental Awareness: to prepare for and contribute to conservation and harmonious development in a society of scarce resources.

Notwithstanding these formal objectives, there are others to which governmental authorities subscribe, when agreeing to fund Katimavik. These are not the primary concerns of the program, but funding authorities look for success in these areas among Katimavik's sub-objectives or unintended positive effects. The Department of the Secretary of State is concerned with the learning of second official languages. In addition, its Citizenship Program, wherein Katimavik finds its funding, pursues effective Canadian citizenship as its overall goal, and inter-group understanding and appreciation as a sub-objective. The Ministry of State for Social Development lists citizenship awareness and career enhancement as concerns. The former coincides with the departmental objective; the latter is not within Katimavik's purview, although the concept of career orientation is.

1.3 Concept of Katimavik

Katimavik is a program which attempts to prepare the youth of today for their tomorrow and to improve that tomorrow for the youth of today. More specifically, Katimavik is mandated to promote environmental awareness, personal development of youth, knowledge and understanding of Canada, and service to society. It undertakes this work with an array of activities built around inter-regional rotations of groups of 33 individuals who live and work together in self-sufficient units. Candidates come from all corners of the country and from Canada's two official language groups. They are chosen to mirror Canada's population in gender, official language, and provincial residence. They reflect all income strata and the urban-rural pattern. The predetermined mix of diverse individuals and the varied residential rotations are designed to generate knowledge, understanding, and a facility in the second official language. The activities of working, eating and socializing together and with the local community provide ample opportunity for this. Structured and unstructured "educational" activities are designed to engender knowledge about scarce resources, the environment, conserver technologies, nutrition, local cultures and peoples, as well as physical fitness, work skills and good work habits, among other things. Finally, hosting by local families and socio-cultural activities in the community support these activities.

Through the integrated Katimavik package, the participants are meant to develop a personal career orientation, a positive attitude to voluntarism, a strong sense of personal and collective discipline, and the necessary basic life skills for both social and physical enhancement. Young people come from the home environment and are placed in a new and challenging one. The program thus teaches them to cope with many important aspects of life. The aims of the program are excellent. Whether these aims are achieved is the subject of this evaluation study.

1.4 Structure of OPCAN/Katimavik

Katimavik exhibits a hierarchical structure with clear lines of authority and responsibility. Policy direction is set and expertise is given by a not-for-profit corporation, OPCAN, incorporated to operate this program. OPCAN currently has 22 members on its Board with a six-member Executive Committee. At the time of writing, the Board had delegated certain policy responsibilities to three committees: the Program Committee, the Publicity Committee, and the Finance Committee. Two other

committees, Active Leisure and Environment, have been deleted. There are two co-chairmen to the Board of OPCAN: M. Jacques Hébert and Mr. Larry Huddart. The membership on the Board is entirely voluntary and members are not salaried. The membership derives from all parts of Canada, representing gender, region, occupation, economic sector (industrial and voluntary), native and language communities, private and public life, and includes ex-participants.

Katimavik, the program, is managed by 54 permanent staff at two levels: the national office and five regional offices, and is directed by an Executive Director, M. Paul Phaneuf. The projects themselves are managed by field staff on one-year contracts: one coordinator with three group leaders per project site. The regional offices monitor and advise the projects.

All funding and policy negotiations are between the OPCAN Board and the Department of the Secretary of State, sole sponsor of the program. The Board also relates directly to the Department of National Defence in order to negotiate services for the military option.

1.5 The Evaluation Issues and the Studies

The request for this evaluation of Katimavik was made in 1980 at the time of its transfer to the Department of the Secretary of State. The Cabinet Committee for Social Development wanted to have an objective evaluation. In addition, this Department sought information about the successfulness of Katimavik in respect to its own stated objectives. Consequently, the purpose of the Department's evaluation was to determine the effectiveness and efficiency of Katimavik. This would assist in the decision on whether or not to enter into a contribution agreement with OPCAN for FY 1982-83. The process of determining the purpose and the consequent evaluation issues included extensive consultations with the Office of the Comptroller-General, the Ministry of State for Social Development, and OPCAN/Katimavik. The main issues - effectiveness and efficiency - suggested the working evaluation questions and directed the choice of methodologies and studies.

In its management of the study, the Program Evaluation Directorate requested consultant proposals for the evaluation, and together with the Office of the Comptroller-General, reviewed the bids, and selected two

proposals. During the early months of Katimavik's fourth program cycle (September, 1980 to July, 1981), two consultant firms were engaged to pursue the answers to the evaluation issues. ASC Applied Sciences Corporation focussed mainly on effectiveness with some attention to cost-effectiveness. Canadian Loric Consultants focussed mainly on cost analysis and then on cost-effectiveness. Each study was to approach the question of the relationship of benefits to costs in Katimavik from its respective vantage point. The studies operated within a very tight schedule, dictated by the departmental planning cycle and allowing little time for advance instrument development and testing. The latter was particularly troublesome since good tests for the measurement of Katimavik's objectives were not readily available.

The evaluation design deployed by ASC Applied Sciences Corporation included an elaborate array of methodologies. The firm employed a balanced mix of record searches, site observations, face-to-face interviews, group-administered interviews and tests, and a series of mailed surveys. The firm obtained convergent information from all of the respondent types pertinent to a Katimavik project. The various types of respondents (and the years from which information was collected) were as follows: current participants (1980-81), graduates (1979-80, 1978-79), drop-outs/dismissals (1980-81, 1979-80, 1978-79), never-selected applicants (1980-81), field staff (1980-81), permanent Katimavik staff (1980-81), local sponsors (1980-81), community leaders (all four years), and citizens at large (all four years) from the community. Sampling was used wherever permitted. A sample of 99 never-selected applicants provided a control group for the tests and interviews.

The firm developed eleven instrument modules for use in both languages. The instruments are described in Appendix B. Reliability of the battery of tests and the effectiveness questionnaire was ascertained in a pilot test-retest situation with participants at the military base in Esquimalt. Although the mail strike, of summer 1981, reduced the supplementary mailed surveys by approximately one-third, total data returns were judged adequate. In any case, the heart of the study lay with the tests, interviews and observations. Furthermore, the late returns were analyzed and no biases were uncovered either in area of country or nature of response to Katimavik. Finally, this effectiveness study also included the determination of program benefits and an analysis of financial information, together with an

analysis of comparable information provided by a series of generally similar programs available in Canada.

The evaluation design followed by Canadian Loric Consultants, in its analysis of costs and cost comparisons, concentrated on financial and management information records held at the head office of Katimavik. The program was able to provide in some form all of the accounting information necessary for the analysis of costs for all of its years of operation. The design included obtaining comparable information for current year operations of alternative programs, including private sector youth programs. In order to obtain a sense of the relative worth of Katimavik to the federal government, the consultant also explored and compared other options for the age cohort, such as the employment and related programs of the Canada Employment and Immigration Commission.

The major problem in the evaluation design was the difficulty of finding existing measures relevant to the objectives of the programs. Personal development, after decades of psychometric research, remains a poorly defined construct and, therefore, a domain with few generally accepted measures. Knowledge and understanding of Canada, although apparently a straightforward dimension, is actually multidimensional and very broad in scope. The very broadness of the concept makes measurement difficult.

The measurement difficulties were recognized by creating an overall evaluation design that provided for convergent validity on the elements in question. The data collection allowed for cross-checking with alternative sources of information within and across years. It allowed for cross-checking with independent contractors. It contained an appropriate control group for the key area of the personal development of participants.

2. Effectiveness of Katimavik

The ASC Applied Sciences Corporation of Vancouver, through a series of record searches, interviews, administered tests, observations, and mailed surveys, tried to assess Katimavik's success in realizing its main objectives (Peace, 1981, two reports). As well, it pursued several additional objectives ascribed to the program.

Formal Activity Objectives

2.1 Service to Society

Katimavik has been very successful in meeting this objective.

Community leaders, project sponsors, local residents, field staff and participants were in agreement that useful social services had been provided and that material benefits of lasting value had been provided. These material benefits, valued at about $1,000,000 in the fourth year, included cabins, community recreation centres, renovated heritage homes and schools, and greenhouses. Not only was there agreement that the social services and capital benefits had been provided, more than 80% of those questioned testified that the projects were directly useful.

There were a few dissenting voices to this pattern of success. A minority of community leaders (18%) felt that there were more important projects for government to undertake. In addition to these concerns regarding the relative importance of projects undertaken and others not undertaken, there were also a few complaints about certain of the projects. These were typically focussed on the unpreparedness of some participants and of some sponsors. For example, some projects were deficient in terms of organization, supervision, or the provision of materials or equipment. Some participants were unprepared for the nature and difficulty of some work tasks, such as handling a chainsaw.

In overview, it is clear that Katimavik was welcomed in its host communities. The participants were judged to be dependable, to have positive attitudes and to do good work. A full 91% of the sponsors reported that they would like Katimavik to return to their communities.

2.2 Knowledge and Understanding

Katimavik is successful in generating knowledge and understanding of Canada.

Katimavik provides an excellent opportunity for participants and field staff to learn about Canada and its people. Most participants successfully avail themselves of the opportunity. Program development is so well advanced that the knowledge participants gain, firstly, of each of three local communities through billeting, host "parenting", and socio-cultural activities and, secondly, of each other through working and living together is virtually assured. Katimavik has been carefully built around those elements which generate knowledge and understanding: the integration of variety, extended intimate as opposed to distant relationships, cooperative as opposed to competitive tasks, and the matching of participant roles and statuses. Confirming this programmed success, more than 75% of field staff and participants reported learning about each other, the local community, and about Canada's problems. The development of program activities is best in this area; many activities and conditions are organized to help participants meet this objective. The one major problem is that among francophone youths, there remains a sense of alienation from other Canadians. Alienation, in this context, means a lack of a sense of closeness with other Canadians, a sense of solidarity. Of those participants interviewed, 31% of the francophones and 12% of the anglophones, gave expression to this alienation. Alienation could be alleviated with more emphasis on bilingual communication and the exploration of host communities.

The discussion, on this point, has focussed exclusively on the participants and field staff - the main benefactors of Katimavik. It should be remembered that the residents of the local community also are expected to benefit in the same manner from these activities, some directly through billeting requirements. The process of gaining knowledge and understanding of other Canadians is a two-way process, and persons other than participants benefit.

2.3 Personal Development

Katimavik has been successful in achieving some of the components within the objective of the personal development of participants.

Personal development spans a wide range of personal attributes. The effectiveness study took two approaches to examining this question. It asked a series of questions from the various appropriate respondents. It developed a battery of tests and administered these to the graduates, participants, drop-outs/dismissals, and applicants. The battery of tests measured a representative subset of items: agency (or perceived power over social environment), attitudes towards bilingualism, environmental awareness, organization, practicality, risk propensity, responsibility, self-confidence, self-control, and tolerance.

The series of questions ascertained, from the various data sources, that the participants had certainly developed in some areas of their personal lives. Over 80% of the participants, field staff, and community people reported that participants had developed in some ways. They were in basic life skills, interpersonal skills, improved capacity in the other Official Language, and a predilection to voluntary work not apparent among other youth. Participants learned many basic life skills as a matter of course in the requirement to operate a self-sufficient unit. They reported, and field staff concurred, that their interpersonal skills had vastly improved. Finally, 75% of participants said they would continue to do volunteer work and 37% graduates had done so.

However, the age of the participants is precisely the age at which all youth mature under almost any circumstances and this may be in part what everyone is seeing. The study discovered that the graduates did not differ significantly from the applicant control group on any of the dimensions directly tested. The average participant had certainly developed personally, but no more than his counterpart in the control group. Katimavik had not added anything in those areas measured. Hence, on dimensions measured against controls, no success can be claimed.

Overall, with respect to personal development, only limited success can be claimed by Katimavik. The program is good at generating some aspects of personal development, but not successful at others. Analysis of the program suggests that the objective is a good one, but that the participants ought to be given more responsibility through personal challenges.

The limited success is most unfortunate because of the centrality of the objective of personal development. Based on a study of the logical structure to the various objectives and sub-objectives, and on extensive interviews with Board members and Katimavik staff, it became apparent that they place great emphasis on the personal development of participants and, in fact, believe that they achieve success in this area. This emphasis is reinforced by the nature of their public appeals for participants and staff, from the many activities and conditions built into the program, and from the volunteered statements about the nature of the success of the program. The perception of success was not upheld by the evaluation study. One means of obtaining better results in the area of personal development would be to further define the objective itself. The objective is very broad and deserves more precise definition. Once that has been done, more appropriate program activities can be designed and implemented.

2.4 Environmental Awareness

Although one of Katimavik's main public appeals to youth is the challenge to learn about the environment, the program cannot claim success in fostering an awareness of the environment.

In respect to gained awareness of the environment and of conserver technologies, the participants and field staff reported that they had become more aware of and had used conserver technologies. However, citizens and community leaders did not confirm these opinions, in as much as no awareness of conserver technology was transmitted to them. The communities were not made aware of conserver technologies and concerns for the environment through the work carried out. The work projects did not contain, or at least did not convey, concerns for the environment. For example, building a community solar-heated greenhouse is appropriate conserver technology, but painting ice-rink seats is not. Site observations by consultants discovered only the occasional environmental project - planting trees. Finally but most significantly, according to the tests, participants and non-participants did not differ on attitudes toward the environment. Such attitudes were measured by a series of test items

such as: "you would conserve even if it was more expensive to do so" or "you are concerned about acid rain". Katimavik has not obtained a change in attitude to the environment, probably because opportunities were not sufficiently exploited. Projects need to be more diligent in carrying out this objective.

Additional Activity Objectives

2.5 Official Language Learning

The learning of the second Official Language is a sub-objective in Katimavik and is an important major objective of the Department of the Secretary of State. Consequently, it is important for the Department to know that Katimavik, in relation to what it attempts, demonstrates good success on the dimension of conversational competence. Based on a language testing interview, using two experienced bilingual interviewers and a common scoring system, it was determined that at least half improved their second language. It was estimated that each participant gained the equivalent of 117 hours of instruction from a program not concentrating on language learning. Further success could be achieved by ensuring that all rotations encounter a predominantly francophone community (10% did not seem to) and that better language learning resources are provided.

2.6 Career Orientation

Since the concept of career orientation is not a primary consideration for Katimavik or for the Department, relatively little program or measurement effort was expended on it. However, it is clear from information collected on services rendered, skills learned, work habits developed, and dimensions of character developed that participants were better able to plan careers as a result of the program. Their ability to better choose a career from among many was enhanced by the multiplicity of skills they saw used or learned themselves, by the variety of trades and professions they encountered (for example, working with a physiotherapist, teacher, or counsellor), and by their learning of work habits under trying conditions. Some participants reported that their education plans or occupational choices were affirmed or had changed because of their work on worthwhile projects. The discontent expressed by some participants and field staff over the quality of work at some sites can also be seen as participant concern over unmet expectations in the area of career orientation. The discontent also indicates that things promised were not always delivered and that there is room for improvement.

Formal Program Objectives

2.7 Citizenship Program Sub-objective: To encourage an appreciation of the people, regions, cultures, official languages, and institutions of Canada; to promote greater understanding among groups and individuals; and to combat prejudice and discrimination.

It is quite clear from the success that Katimavik has had in generating a fair degree of knowledge and understanding of Canada, its peoples, and its regions, that it contributes directly to meeting this Program sub-objective. The very positive image it leaves in a community through its successful service to that community will also contribute to the appreciation that local residents have for youth from other parts of this vast country. Whether this success leads to a reduction of institutionalized prejudice and discrimination was not researched in the study.

2.8 Citizenship Program Objective: To promote and assist the development of effective Canadian citizenship.

This is a highly abstract concept, therefore it is difficult to measure Katimavik's degree of success in achieving this objective. No-one has as yet purported to have a reliable and complete measure of the concept. However, if good citizenship includes the ability and willingness to communicate with other citizens, then clearly Katimavik contributes to the process. If good citizenship also means the willingness to serve your fellow citizen, then Katimavik also contributes to this. What Katimavik does not pretend to do is to teach its participants about the political, judicial, economic, and social systems of Canada, nor about its geography or history per se. Some information is of course obtained on all of these by virtue of their movement through regions of Canada. On balance, findings indicate some contributions toward citizenship.

3. Efficiency of Katimavik

Canadian Loric Consultants of Toronto (Swartz, 1981) undertook the analysis of costs per se, as well as the comparison of costs with similar programs. The findings of the study can be discussed under several general headings.

3.1 Internal Efficiency

When compared with its own previous years' performances, Katimavik has become more efficient. Proportional costs for administration dropped over its first three years: 16.9%, 15.3%, 14.7%, but, in 1980-81, went up to 19.2%. The last year proved exceptional because of uncertainty of funding and the consequent late start and reduced number of projects and participants. Costs per participant-day followed the same pattern, down from $33.00 in the first year and then up to $41.00 in 1980-81. Also the program has been able, through careful budgetting and accounting procedures, to steadily reduce variance between budget and expenditures from 18% in 1977-78 to 6% in 1980-81.

Certain categories of costs, such as travel and Board operation expenses, are handled very efficiently through various policy measures. Some costs and activities are not handled efficiently, in part due to government policies of single-year funding and of limiting capital expenditures. The analysis found that the rental costs of computer time were roughly equivalent to the one-time costs of a small but adequate computer. The amount of time spent by many field staff in transporting participants to job sites and socio-cultural activities was exceedingly high, deleterious, and frustrating to many. An additional van could alleviate this. Van rental and use was of such magnitude to make purchase and re-sale a viable option, although the government regulations and the process of annual funding precluded this option. Field staff attrition (at 50-60% per year) is probably the most serious, damaging and costly problem with Katimavik, although the costs are hidden because they detract mainly from effectiveness. The field staff represent the key to success, but are overworked and/or underpaid. They work very long hours and draw low salaries. Finally, the reporting requirements within Katimavik are too extensive for a program that has reached an appropriate level of maturity. Many staff-hours are spent on accounting and reporting procedures. On the other hand, there is no permanent

program development staff to assist in the research and development of more specific activities to generate Katimavik's desired results, particularly in the areas of personal development and environmental awareness. The volume of reporting requirements and the lack of permanent program development staff present problems for the effectiveness, and therefore the efficiency, of the program.

3.2 External Efficiency

Katimavik compares reasonably well with other, similar programs. Costs per participant-day, in its fourth year, were somewhat higher (at $41) than those in Canada World Youth (at $37) and Operation Beaver (at $31). The fourth year costs were atypical because of uncertain and late funding. This resulted in fewer participants than had been anticipated and for whom Katimavik had prepared. Previous years' costs were roughly equivalent, even though Katimavik carried more program objectives, ie., more promises to participants, than the other programs. Open House Canada, a somewhat similar program, exhibits costs similar to the fourth year of Katimavik. And this comparison with Open House Canada considers budget only, ignoring all of the other, dispersed Departmental costs attributable to the program.

In Katimavik, the proportion of budget allotted to administration (16%) is lower than those of Canada World Youth (35%) and Operation Beaver (32%). And, although a study of Katimavik salaries (Mercer, 1979) found the senior level salaries to be just reaching comparability with other Quebec jobs, it is felt that, given the concept and spirit of Katimavik as well as the low salaries at all other levels in the organization, serious consideration must be given to the inconsistencies in the salary levels.

When compared with other options available to the federal government to create employment for youth and to provide similar rural community services, Katimavik ranks very well. One alternative to Katimavik would be an employment program, for persons aged 17-21, based on wage subsidy payments to rural communities. Employing the participants on the basis of a wage subsidy program would cost about 60% of Katimavik budget. A wage subsidy program would also make the participants eligible for

Unemployment Insurance Commission benefits. Assuming that 20% of the participants would be unemployed at the end of the wage subsidy period, an amount equal to the benefits to be paid should be added. The wage subsidy followed by the UIC benefits would sum to an amount equal to 74% of the Katimavik budget. Such a program would be less costly than Katimavik but would provide results much more limited than those of Katimavik. Another alternative, a policy to hire local unskilled and semi-skilled construction workers would clearly be more expensive than Katimavik, because of wage levels involved, and still only achieve a part of the service to society objective. Neither of these alternatives provides as good a benefit-cost mix as does Katimavik.

3.3 Program Benefits

Katimavik stands in a benefit-to-cost relation to three groups: the participants, the communities and the Government of Canada. The first two reap net benefits from the program, while the latter bears most of the costs. Generally, the benefits are intangibles while the costs are all too immediate. Certainly, the participants forego some income, but on balance participants benefit a great deal. The Government of Canada reaps considerable, but mostly unquantifiable, benefits from Katimavik in terms of citizens' language capacity, services to rural communities, general improvement in citizenship, communications with other governments, and an improved local image. These benefits could be somewhat greater. More exhaustive program planning through permanent program development staff would be a step in the right direction.

3.4 Official Language Benefits

Katimavik is not the most effective method of teaching a language, mainly because that is not one of its primary concerns and learning the language is part of many activities. However, since this element is inextricably linked to other objectives, notably those of citizenship and understanding of Canada, it is an important element and must remain. The successes achieved are welcome indeed. Rough estimates indicate that the average participant gained two university semesters or about 117 hours of instruction, amounting to about one half hour per day. If valued at commercial rates of $25.00 per hour, s/he gained an expected value of $2,930 from this portion of Katimavik. As a benefit to the government, this item is valued at about $2,000,000.

3.5 Management and Structure

Based on interviews, observations, and the study of records, we conclude that Katimavik is a well managed program. Management demonstrates a strong desire to understand the actual operation of the program, and to correct and improve it. Managers exhibit a good understanding of their jobs and an understanding of the jobs of others at different levels. The reporting relationships are unambiguous. They make good use of the Executive Committee, the Board, and the expertise of both. The accounting is very good; budgetting is excellent with good attention to detail. The accounting function requires and produces much information.

Management has been exceedingly open to this evaluation as well, willing to listen to any constructive suggestions. In that light, several findings with regard to operations and structure are put forward here. The sharing of facilities and staff with a natural colleague seems ready at hand and needs to be explored. Extensive discussions with staff from Canada World Youth, where the attrition rate is much lower, may provide clues to the reduction of Katimavik's attrition rate for field staff. Since manager's knowledge of the actual operations is high, work load and frustration could be reduced by trimming the amount of information gathered.

4. Relationship of Benefits to Cost

The relationship of the benefits of Katimavik to its costs must be considered in this evaluation. The effectiveness study undertook an analysis of the nature of a series of programs generally similar to Kativavik. It reviewed the objectives of each, developed comparable cost ratios, and compared these with Katimavik's objectives and costs. The study also carried forward as far as possible the determination and quantification of all benefits and costs. In comparison with what other programs purport to accomplish in these general areas of activity, Katimavik emerges as a very reasonable alternative. The benefits, not nearly all dollar-quantifiable, are many in number and are achieved at reasonable costs. Those benefits quantified through rough estimate procedures conservatively indicate a return of about 60% of total costs. This is a relatively good return for a social program.

5. Policy Direction

During the course of the evaluation it became clear to the evaluators that Katimavik officials must "second guess" the objectives of their sponsoring agency. In its four years of operation, it has been successively funded by the Treasury Board, by the Canada Employment and Immigration Commission, and by the Secretary of State. Under these conditions and due to its characteristic peripheral attachment to a Department, officials of Katimavik must continually guess at its requirements and those of the central agencies. Although there is, annually, a general discussion of objectives at the time of contract renewal, OPCAN did not receive policy direction from the Federal Government on an ongoing basis. This causes the program to expend unnecessary energy attempting to meet various government concerns which in fact are being perceived but not voiced. It is probable that OPCAN/Katimavik would welcome ongoing representation from the Department of the Secretary of State at their regular policy discussions.

6. Summary and Conclusion

Katimavik has achieved two of its main objectives: service to society, and knowledge and understanding of Canada. It has found limited success on another, that of personal development of participant youth. To date, it has had very little success in generating lasting awareness of the environment and conserver technologies. In addition, it demonstrates some success in several other areas of concern: citizenship, language learning, and career orientation. It does this at reasonable cost when compared with similar programs or options, is run efficiently, and has every chance of improving, given its good management. Our conclusion is that Katimavik is, on balance, an effective program, which is efficiently managed and which produces net benefits each year for about 1300 youths and up to 40 small rural communities. In doing so, it contributes to the citizenship objective of the Department of the Secretary of State and visibly enhances the public's perception of the federal government.

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Appendix A: Katimavik Objectives and Sub-objectives

The objectives of Katimavik as taken from the Agreement between Her Majesty the Queen and OPCAN dated June 20, 1980 are:

1. Service to Society: to make a lasting and relevant contribution to the host community, and more broadly to society at large, by:

   1.1 the implementation of projects of benefit and interest to the host community and to the region;
   1.2 participation in community association and volunteer community activities at the request of these associations;
   1.3 commitment to a sustained and demanding physical and the intellectual effort;
   1.4 optional participation with the Canadian Armed Forces; and
   1.5 the general contribution to society of young adults who have gained an increased awareness of the problems of society, contributed to the solution of these problems and developed a sense of continuing commitment to working for the benefit of others.

2. Personal Development: to develop as fully as possible the potential in each participant in order to enhance his own well-being and to contribute most usefully to the well-being of others by:

   2.1 testing and developing attributes of physical fitness, self-awareness and self-sufficiency;
   2.2 developing skills;
   2.3 expanding knowledge of topical issues; and
   2.4 living and working as a team and developing:
      4.1 a sense of solidarity and team spirit,
      4.2 a capacity for greater autonomy within a group as well as a sense of personal and collective discipline, and
      4.3 a capacity of self-management.

3. (To) prepare (for) and contribute to conservation and harmonious development in a society of scarce resources by:

   3.1 self-sufficiency in the basic functions of lodging, food and energy through the utilization of available local resources;

   3.2 the actual and useful application of technology, the harmonious ation of available resources; and
   3.3 sensitization to the world-wide problems of resource scarcity, environment protection harmonious development.

4. (To increase) knowledge and understanding of the country and of its diversity by:

   4.1 living and participating in teams composed of participants from all regions and all walks of life;
   4.2 developing an awareness and understanding of the communities in which they will be living;
   4.3 living in three different regions of the country;
   4.4 acquiring a working knowledge of the other official language; and
   4.5 experience with the Armed Forces (for a restricted number of participants).

Appendix B:

The Effectiveness Evaluation Instruments

The ASC Applied Sciences Corporation used eleven (11) instrument modules to conduct thirteen (13) surveys, some of which were conducted as interviews and some as mailed surveys. The instrument modules consisted of the following:

1. The Psychometric Tests

   The psychometric tests consisted in the measurement of ten dimensions of personal development and were administered (for years two, three, and four) to graduates, participants, drop-outs/dismissals; and (for year four) to never-selected applicants. These tests were intended to tap dimensions of personal development appropriate to Katimavik.

   The ten dimensions are:

   1. Agency or the perceived power over social environment
   2. Attitude towards bilingualism
   3. Environmental awareness
   4. Organization
   5. Practicality
   6. Responsibility
   7. Risk taking
   8. Self-confidence
   9. Self-control
   10. Tolerance

   Each test contained ten response items. The items from each test were combined into groups of ten such that each group contained one item from each dimension. For each grouping, respondents were asked to indicate which items best and which ones least described themselves. In a test-retest pilot study, with eight days between administrations, it was determined that the tests were of about the same reliability as the Thorndike Dimensions of Temperament tests, after which they were expressly patterned. The non-parametric correlations, for Kendall's tau, ranged from .34 to .75.

2., 3., and 4. The Effectiveness Instruments

   Three very similar questionnaires were developed to ascertain the opinions of current participants, past graduates, and current field staff on the effectiveness of Katimavik in its many objectives. To determine content

validity, the questionnaires were submitted for critique to regional and national staff. In addition, the pilot test of the participant version of the questionnaire indicated 21% or less polar switches ("yes" to "no") on 43 pairs of questions. Hence, reliability for these questionnaires lies at .79 or higher.

5. Conversational Language Test

The conversational language test consisted in a series of questions pertinent to the activities of Katimavik. Two experienced interviewers rated the language competence of the participants on eight dimensions: accurate use of idioms, of articles, of comparisons, of tense and verb forms, accurate connecting of phrases, economy and accuracy of expression, accurate pronunciation, and conversational understanding. To determine content validity, the test was submitted to the Chairman, Department of French at the University of Victoria, for critique and was supported as a valid test.

6. Drop-outs/Dismissals Questionnaire

A very brief questionnaire, this instrument ascertained the reasons for departures and the feelings of ex-participants regarding their departure. It provided only supplementary information from these respondents, since these respondents also received the psychometric tests and the effectiveness questionnaire.

7. Sponsor Questionnaire

A brief questionnaire, this instrument recorded the opinions of sponsoring organizations on the nature and quality of work done and on their satisfaction with Katimavik in a number of important respects. It was not pretested on sponsors.

8. Leaders and Citizens Questionnaire

A brief questionnaire, this instrument recorded the opinions of three specified leaders and of five citizens at large. The questions pertained to their knowledge of and satisfaction over several aspects of Katimavik. It was not pretested.

9. Applicants' Questionnaire

This brief instrument provided comparable background information on applicants so that comparability with Katimavik participants could be assured.

10. Effectiveness Questionnaire to Permanent Katimavik Staff

    This instrument provided the perspective of permanent staff on the successes, strengths and weaknesses of Katimavik, particularly as these related to effectiveness.

11. Cost/Benefit Questionnaire

    This instrument was used to solicit points for consideration in an economic analysis of Katimavik. It was used as a source of "leaders" only; it was not used in the analysis per se.